DOCUMENT RESUME

ED 151 055 95 JC 780 145

TITLE	Proceedings of the Final Conference of National Project II: Alternatives to the Revolving Door (Washington, D. C., December 8-10, 1977).
INSTITUTION	Bronx Community Coll., N.Y.
SPONS AGENCY	Fund for the Improvement of Postsecondary Education (DHEW), Washington, D.C.
PUB DATE	Dec 77
NOTE	53p.
AVAILABLE FROM	National Project II, Gould Memorial Library, Bronx Community College, 181 Street and University Avenue, Bronx, New York 10453 ($3.50)
EDRS PRICE	MF-$0.83 HC-$3.50 Plus Postage.
DESCRIPTORS	*Conference Reports; *Educationally Disadvantaged; Evaluation Methods; Federal Aid; *Federal Programs; *Post Secondary Education; Program Content; *Program Effectiveness; Program Evaluation; Public Relations; *Remedial Programs
IDENTIFIERS	National Project II (FIPSE)

ABSTRACT

The objective of the final conference was to provide an opportunity for the 10 Associate institutions of National Project II to share what they had learned, both individually and as a consortium. Each institution had been chosen to participate in the project on the basis of an exemplary program for underprepared college students. This document provides summaries and conclusions reached at 15 workshops on the theme "Components of Programs that Work," of 8 workshops on program evaluation, and of 4 workshops on gaining internal and external support. Excerpts from five speeches considering the meaning and contribution of the project from federal and institutional perspective include those of Virginia Smith, Director of the Fund for Improvement of Postsecondary Education; Richard Donovan, Project Director; Congresswoman Shirley Chisholm on "Federal Trends in Funding for High-Risk Postsecondary Students"; William Birenbaum, President of Antioch College; and Associate Commissioner Herman Goldberg, Office of Education, on implications of the project for elementary and secondary education. (TE)

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THE PROCEEDINGS
of the
FINAL CONFERENCE OF NATIONAL PROJECT II
Alternatives to the Revolving Door
December 8-9-10, 1977

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Coordinated by
BRONX COMMUNITY COLLEGE
Resource Institution for
NATIONAL PROJECT II
of the
FUND FOR THE IMPROVEMENT OF POSTSECONDARY EDUCATION

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GREETINGS

National Project II (NPII) is a consortium of 10 federally funded projects, selected for their exemplary programs for underprepared college students. The goals of this Project are to learn about how these successful programs work and to disseminate this information for the benefit of other practitioners.

The Associate Institutions of National Project II have met five times since the Project began in July 1975. At these meetings Associates described their programs to one another, refined their research projects, reviewed evaluation models, discussed dissemination methods and planned the final, open National Project II Conference. The purpose of the Final Conference, it was agreed, was to share what the consortium has learned, through its individual Associate programs and as a collaboration.

In consultation with the NPII Advisory Panel, the Resource Institution of National Project II, Bronx Community College, prepared an agenda involving three different types of experiential workshops and panels. One group of sessions featured components of programs that work for underprepared students. These experiential workshops gave participants an opportunity to do such things as experience educational contracting, hear about successful orientation programs, and to learn and inquire about unique counseling programs. Another group of workshops featured evaluation issues such as how to assess student satisfaction. The third group of sessions offered advocacy workshops: how to win campus, state and federal support for your program.

In this printed summary, it is difficult to convey the excitement that was in the air at the Washington Stouffer's National Center, the Conference site. The excitement derived from the realization that there is something new going on in postsecondary education. Three hundred and fifty conferees from over thirty states experienced the impact of meeting representatives of the huge constituency of practitioners involved in, or about to establish, special programs for underprepared college students. The energy of the Conference came from this enthusiastic body of practitioners interested in learning and sharing useful information on aspects of exemplary programs that work for underprepared college students.

By the third and final Conference day, it was clear that the ten National Project II Associates and many of the conferees had techniques, programs and evaluation models worth sharing and publicizing. Also, that programs designed for the underprepared are vibrant, successful and not only work for special students, but have something to offer mainstream students: a chance to

lose some of their alienation and have a richer educational experience. The outstanding Conference message was: unify as a group and become vociferous advocates of the importance to the nation of your success with postsecondary students. Each of the Conference speakers, whose remarks are excerpted in this compendium, repeated this theme.

The summary which follows includes excerpts from the major speeches given at the Conference. It also includes three articles on the three different types of Conference workshops. *Components of Programs that Work* discusses the program description workshops, which focused on aspects of successful NPII Associates Programs. *The Riddle of Evaluation* reviews the evaluation workshops and the general problem of evaluating special programs. *Obtaining Support for the Flak-Catchers* is a discussion of the advocacy workshops at the Conference.

I hope this summary captures the spirit and substance of the Conference. For a detailed description of any individual workshop, please write to the individual workshop leaders whose names are listed in the *Conference Workshops* section of this compendium.

Pamela Tudor-Cohen
Editor and Conference Coordinator
National Project II

EXCERPTS FROM SPEECHES

Virginia Smith,
Director, Fund for the Improvement of Postsecondary Education, Department of Health, Education and Welfare.

It gives me great pleasure to welcome you to this Conference of National Project II of the Fund for the Improvement of Postsecondary Education.

We at the Fund consider this national project and culminating Conference one of the most important activities that we have had since the beginning of our operation. I would like to give you some notion both of why we consider it important and also of how we got into this activity.

The Fund considers itself an experimental operation. As a matter of fact when we talk of the 169 projects that the Fund is supporting, we always say there is really one more project, and that is the Fund itself, because we hope that the Fund will put on itself the same burden of innovation, experimentation, and effort to improve existing practice that it puts on the field. We also hope that we will put on the Fund the same effort to constantly re-examine its practices once instituted to determine if there is any way in which those practices can be improved.

When I first started giving speeches about the Fund programs, I was struck with the fact that after many of those presentations I would be button-holed in the hall by project directors who felt that their programs were just as good as those supported bythe Fund. Often they were important projects that deserved visibility just as much as the programs which we had funded.

When I began realizing this, it seemed to me that there ought to be some way in which we could also provide visibility for projects that were already in operation. What is so good about starting something, as opposed to providing some legitimacy and further support for projects that are already underway? What is so good about taking a chance on someone's description of what they would do if they had the money, rather than providing a further investment in something that someone is already doing? When thinking about our own activities, we discovered that we were far better in getting applicants in the field to diagnose problems that existed and to suggest strategies, than we were at developing dissemination and evaluation programs. We felt the whole higher education field was weak in the evaluation and dissemination of improvement efforts. Because of these two concerns we developed the concept of a national project.

The National Project differs from other types of activiies in two or three important ways. One

is that in order to be an applicant you already had to have an activity in place. In order to be a successful applicant you had to provide information on how your program was working. In other words the application was a description of what you were doing, not a description of what you would do if you were given money. You are in fact taking an action and saying let us look at it more closely to see if there is something there that we should disseminate or evaluate further for the benefit of other practitioners. Our concern was to provide a structure in which the practitioners can talk to practitioners, in which practitioners can have experts working with them, in which practitioners can develop the basis for their own kind of dissemination and evaluation activities. We hoped that the establishment and the kind of collaboration which we have in National Project II, and in two other national projects we are funding, would provide that kind of vehicle. Although we have had some problems and would make changes if we were doing it over again, we think that it has moved toward that goal rather remarkably.

The other element that makes this one of our important activities is the content. The nature of the funding strategy is only the form. The content of the project, that is the development of better learning strategies for underprepared students, is perhaps the most important problem but it seems to be the one whose faculty engaged in this activity are the most vulnerable in terms of present economic conditions. You know, perhaps better than I, how tenuous a hold many of these programs have within institutions, how difficult it is to obtain the financing for them that is needed.

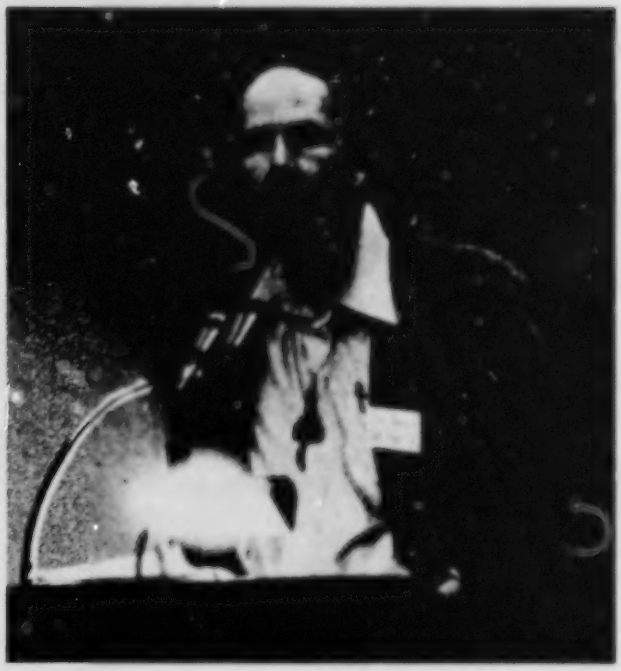
You know the double standard that exists, that you have to make a much better claim for the progress of these activities than you have to make for a traditional history course or a traditional physics course. You know the extent to which you have to be concerned with the learning outcomes of these projects. Non-traditional programs must solidify their claims for student progress to a much greater extent than a program that has existed for 20 or 30 years.

The degree of accountability which your programs have, perhaps, is a precursor of the degree of accountability which all postsecondary programs might find themselves facing in the next two or three decades. In a sense the types of learning strategies that you are dealing with here will not just benefit underprepared students, but as we become more concerned with learning outcomes through the whole range of postsecondary education, the pioneering work you are doing with underprepared students will be of great importance to the reform of postsecondary education generally.

It is one thing to present information and programs to students that are pre-screened in terms of their academic ability and their receptivity. It is quite another to take a student who is uncertain, and move the student into a situation where he or she feels more comfortable and can demonstrate some learning as a result of the activity. Because of that we felt that National Project II was extemely important. We feel in the Fund, that any work that can be done in the demonstration of gains by programs dealing with underprepared students will be a success for the entire postsecondary education field.

We feel that money which is now going to these programs may soon be diminished unless a demonstration of those gains can be persuasively stated to policy makers and others within the institution. Because of that the Fund decided to place its money not on starting a lot of new programs, but on having small investments in a number of programs, which, in effect, tried to milk the investment of other agencies. In effect, what we decided to do was to add that small marginal money which might make it possible to learn more from the investment of others. We hope that we have been able to accomplish that. We hope that in this Conference you will be able to share some of that learning also. Thank you.

Richard Donovan,
Project Director, National Project II



In the past 24 hours, many persons have asked if there are hard conclusions emerging from National Project II, conclusions that can be taken back to campuses throughout the 30 states represented at this Conference. On the one hand, there are no fixed conclusions from NP II, no easy guides that insure program effectiveness. On the other hand, this Conference attempts to answer this question affirmatively, to share with you the proces of our involvement with underprepared students. You will observe that many of the workshops that we have scheduled are experiential, that the various project directors and their staffs will do things with you rather than lecture at you. We hope this interaction will offer the most accurate and incisive reading of what is happening in our programs.

The NP II Associates represent different institutions, diverse student populations and, understandably, offer different program emphases. Some programs concentrate on older students—like the adults of Malcolm-King or the veterans of Oscar Rose—while the others work with students of traditional college age. While Bronx Community College will discuss the total program of an open admissions two year college, most of the other two year Associates will describe special programs within their colleges such as the RSL program at Southeastern Community College and the People Center at the College of Staten Island. The Consortium also includes four year colleges and universities such as California State University at Fullerton, Marquette University, St. Edward's University and the University of Florida where special programs have been structured for underprepared freshmen about to enter a selective university. One Associate, the Institute for Services to Education, based here in Washington, offers a variety of resources to two and four year predominantly Black colleges scattered throughout the country. Despite these substantial differences, fundamental similarities have emerged. I propose to isolate several components of National Project II Associate programs in hopes that they suggest a profile of successful practices for underprepared students.

First of all, the special programs that I have observed seem to be physically located in the absolute middle of things on their campuses, yet simultaneously to retain a separate identity and a certain degree of autonomy. Programs are housed in central buildings with direct access to classrooms, libraries and recreational facilities, but their space is private as well. Program students thus have areas which represent to them a home base.

Secondly, almost every program in the consortium cheats on budget—and I say "cheats" happily and proudly. What I really mean is that they allocate their resources disproportionately in favor of first year and, in many cases, first semester students. We don't have a computer print-out on this, but I would estimate that somewhere around 60-65 per cent of the first year monies is spent during the first semester, which documents our belief that students need help immediately. I think that the ten programs have very shrewdly assessed the start-up problems of underprepared students and, despite the protestations of bursars, business officers and perhaps other students, they have concentrated their support during the first semester and even the first weeks of the program. It is a strategy which seems to me to be an important one because if a student does not persist beyond the first semester, support monies for the second quickly become irrelevant.

Third, the Associates seem to believe that a student's motivation and persistence are probably more reliable indicators of success in college than high school averages or results on placement tests. To assess this degree of motivation, most of the programs conduct some sort of interviews with students prior to their admittance into the program. Programs use interviews to screen students, to help orient them and, often, to do both. Despite the formidable logistical problems of interviews, virtually every program utilizes them as an integral part of the freshman year.

Fourth, the programs conduct structured, pre-college orientation programs. They range from six-hour sessions at some colleges to six-week programs at others. Sometimes these sessions occur in September, sometimes in August and sometimes in June. Their hypothesis seems to be that the students have more chance of succeeding if the program intervenes before the regular courses begin, if it offers some in-depth orientation to what students will be experiencing in September.

The programs which are able to isolate the immediate pre-college week or month as the time to orient students may be at a significant advantage. For example, at Bronx, one of our departments estimates that fully 50% of those students who attrit make their decisions during the first class period of the semester. While this example may be extreme, it does seem to follow that a structured pre-college orientation program focusing on a student's initial expectations and anxieties may make a crucial difference during the likely tumult of the first weeks.

Fifth, at the outset the programs very clearly establish program rules. (There is, by the way, very little fuzziness among the Associates in National Project II.) If students are required to attend 98 per cent of classes in order to receive a particular stipend, then students know that from the start. If students are mandated to attend counselling or tutoring sessions once a week or lose program privileges, that, too, is made clear quickly. Some of the programs use contracts as a way to dramatize the nature of the student-program interrelationship. Many students seem reassured by contracts: contracts become symbols of their commitment to a program and to themselves as well as providing a structure for the freshman year.

Sixth, the programs have succeeded in creating a positive environment for students whose previous academic experiences usually have been negative. There are a variety of ways in which such an environment is created. Some programs carefully structure the first weeks to accent the student's assets and successes rather than remind him or her of past failures. At Southeastern Community College's RSL orientation, one of the first day's small-group activities is to identify what seems to be the strength of each person in the group. Students are asked to isolate the most promising characteristic of each prospective Southeastern Community College freshman. In the group I attended, students noted "sense of humor," or "seems tough," or "listens well." By the time we had completed the exercise, everyone had acquired a substantial, positive portfolio about himself. Since I was fortunate enough to be a participant, I was able to bring back my own portfolio to fortify me against the New York winter.

There are other ways to create and sustain this positive environment. Some programs link classroom activities to entertainment. At Bronx one counselling program uses Broadway Theatre as subject meeting for group sessions. Oscar Rose integrates campus theatre with theme requirements in Freshman English. At the University of California at Fullerton, the EOP program has designed the Institute for Western Hemispheric Man, an interdisciplinary program open to students throughout the University. Students at each of these programs cannot help but note the energy, talent and concern of program staff. There is an excitement that challenges and sustains students.

Seventh, each of the programs seems to have a substantial investment in counselling, and

its counselors remain very close to the students. Possibly the most dramatic relationship occurs in the People Center at the College of Staten Island, where the counselor remains virtually in weekly contact with instructors as well as People Center students. Since counselors initiate conversations with students and faculty on a regular basis and assume partial responsibility for student performance, students are never ignored. Similar vigilance is evident at Malcolm-King, Marquette and, indeed, at virtually every Associate's counselling program.

Eighth, without exception the programs provide responsive and very flexible support services. Some Associates offer tutor-in-the-classroom projects, others have designed comprehensive learning centers, and at the Teaching Center at the University of Florida, tutors are trained to work with a student's academic problems that have been revealed by computer-generated tests. These various support services underline the assumption that students will make it if they are offered or seek the right kind of extra help and receive it fast. Some programs emphasize general study habits more than specific assistance with verb agreement or the balancing of equations, others may reverse the emphases, but all are flexible.

Finally, the first semester grade-point index is not all that important. Subsequent semesters are a lot more indicative of a student's progress than the first one. Many underprepared students are slow starters, and a student who emerges with a 1.3 index at the end of the first semester may be holding his or her own and may graduate with a 2.5 at the end of two or four years. There is some interesting work being done in this area at the University of Florida and at Oscar Rose where programs are trying to document that program students, despite the initial disadvantages, do catch up with and in some cases surpass the performances of regular students largely because of the initial, extra support.

This conference has been structured to feature components of the Associates' programs that seem particularly responsive to underprepared students. Second, the Conference has designed sessions which emphasize evaluation and testing — the areas originally emphasized by the Fund in the conception of National Project II. Finally, we will offer sessions in securing local, state and federal support for special programs. It is my feeling that the programs that we offer underprepared students are probably more refined than our evaluation systems, usually more accessible to students than to outsiders. Unless we learn how to assess our programs more exactly and describe ourselves in a language that has been exorcised of educational jargon, our struggle for support will be disproportionately difficult.

One final comment — a personal one. I felt something in the hotel last night as people were registering and I felt it again this morning — a sense of purpose, a sense of urgency. We came to the Conference for a number of reasons. We came because we sense that our flawed American Society has created a flawed elementary and secondary school system, allows it to remain and attempts to justify it. We realize that a student's index in high school and his national test scores often measure how well he or she conforms to this society, that scores offer slight insight into a student's creativity, intellectual promise or human worth. We are here then, partly because we believe in access; we believe in a serious chance for all students in postsecondary education. I think we are also here because we believe in developing a common language with which to cajole our Deans and Presidents and people in state legislatures and in Washington. We believe that our programs work; we know they can work better. We know that with extra work and extra support, our students can make it, and that helping them to make it represents an educational, political and ultimately a moral challenge. I think that the tremendous response to this Conference suggests the enormous need for a group such as the group that is assembled here today. We at Bronx and in the Consortium believe that not only are we a national group but that we are also a natural force. We are part of the rhythm of our students' right and energy to know, their capability to enrich themselves and better us all.

CONFERENCE WORKSHOPS AND PANELS

PROGRAM WORKSHOPS

1. The Use of Contracting in Special Programs

Panelists discussed the advantages and disadvantages of educational contracting in their special programs.

Moderator: K. Patricia Cross, *Educational Testing Service*
Panelists: F. Eugene Binder, *St. Edward's University;* Winnie Cook, *Southeastern Community College;* Barney Martinez, *California State University, Fullerton*

2. The Evolution of an Open-Door Mathematics Program

This workshop discussed an NPII Associate's placement procedures, methods of evaluation and use of modular techniques in a mathematics department's remedial program.

Erwin Just, *Bronx Community College;* Gerald Lieblich, *Bronx Community College*

3. Discovering a Common Place: Curriculum Development in the Humanities

This workshop focused on teaching strategies and curriculum development by engaging workshop participants in several short demonstrations where the commonplace serves as a basis for intensive learner involvement.

Clifford V. Johnson, *Institute for Services to Education*

Workshop participants at the Conference

4. The Inexperienced Writer in the College Classroom

After an examination of writing samples that reflect different levels of competence, workshop participants were asked to participate in the identification of basic writing problems and shared with others their own experiences in attempting to solve these problems in the classroom.

Mina Shaughnessy, *City University of New York*

5. Making the Most Out of College Orientation Programs

Panelists discussed ways in which carefully designed orientation programs contribute to the success of first year students. The audience was invited to participate.

Moderator: Richard Kinsey, *St. Edward's University*
Panelists: Dolores Bullard, *Bronx Community College;* Winnie Cook, *Southeastern Community College;* Val Anderson, *Malcolm-King: Harlem College Extension*

6. **Strategies for Curriculum Development in Reading**

This participatory session demonstrated how an NPII Associate Program combines reading skills mastery and technical course content by utilizing the self-concept and career interests of students.

Maceo Washington, *Institute for Services to Education*

7. **Accountability in Counseling: "To Be or Not to Be, Is That the Question?"**

This participatory workshop discussed theoretical and operational definitions of counselor accountability as well as specific suggestions for instituting a model within existing counseling programs.

Joseph Hannam, *The College of Staten Island;* Ivan Smodlaka, *The College of Staten Island;* David Tilley, *State University of New York at Stony Brook*

8. **Critical Elements of Programs that Work**

This session gave conferees an opportunity to learn about the critical aspects of NPII Associates' successful programs. Audience questions were invited.

Interviewer: Bruce Jackson, *State University of New York at Buffalo*
Associates: Eugene Binder, *St. Edward's University;* Dolores Bullard, *Bronx Community College;* Mattie Cook, *Malcolm-King: Harlem College Extension;* Barney Martinez, *California State University, Fullerton*

9. **Critical Elements of Programs that Work**

Interviewer: Walter Mason, *University of Oklahoma*
Associates: Winnie Cook, *Southeastern Community College;* Gerald Durley, *Institute for Services to Education;* Arnold Mitchem, *Marquette University*

10. **Critical Elements of Programs that Work**

Interviewer: Walter Mason, *University of Oklahoma*
Associates: Joseph Hannam, *The College of Staten Island;* Ivan Smodlaka, *The College of Staten Island;* Robert Poole, *Oscar Rose Junior College;* Jeannine Webb, *University of Florida*

11. **Strategies for Tutor Training in Reading**

This participatory workshop demonstrated that peer tutoring is important in several ways: as it benefits the tutee it simultaneously reinforces the skills of the tutor and repays faculty who train the tutors by forcing them to examine their methodologies.

Jackie Stuchin, *Bronx Community College;* Vernon Haley, *Bronx Community College*

12. **How to Develop and Improve Counseling Programs**

Panelists discussed strategies for refining counseling programs to make them more effective.

Moderator: K. Patricia Cross, *Educational Testing Service*
Panelists: Manuel Baca, *California State University, Fullerton;* Pamela Bridgewater, *Institute for Services to Education;* Joe Hannam, *The College of Staten Island;* Dorothy Harris, *Malcolm-King: Harlem College Extension;* William Klieber, *Bronx Community College*

13. **Educational Contracting: An Experiential Workshop**

This workshop enabled conferees to experience contracting through exercises designed by Southeastern Community College.

Winnie Cook, *Southeastern Community College*

14. **Getting Everyone's Shoulder to the Wheel**

This experiential workshop utilized models for assisting conferees to further understand the roles of the individual within a group, to set goals and to make decisions.

J. Juechter, *Bronx Community College;* Michael Steuerman, *Bronx Community College*

15. **Applied Reality Therapy Principles**

This experiential workshop introduced conferees to Reality Therapy, as utilized by Southeastern Community College, for problem solving with developmental students.

Winnie Cook, *Southeastern Community College*

Evaluation Workshops

1. **The Politics of Institutional Research**

Panelists discussed the difficulties of conducting serious research and evaluation in today's politicized university. The audience was invited to participate.

Moderator: Bruce Jackson, *State University of New York at Buffalo*
Panelists: Alison Bernstein, *Fund for the Improvement of Postsecondary Education;* Jeannine Webb, *University of Florida;* Richard Kinsey, *St. Edward's University;*

2. **The Politics of Institutional Research**

Moderator: Alexander Astin, *University of California at Los Angeles*
Panelists: Eugene Binder, *St. Edward's University;* Bruce Jackson, *State University of New York at Buffalo;* Charles McDaniels, *Oscar Rose Junior College;* Carol Stevens, *Malcolm-King: Harlem College Extension.*

3. **Getting Worthwhile Bangs for your Evaluation Bucks**

This experiential workshop worked through one or two new college programs to discover how an active evaluation component can be of substantial and perhaps surprising assistance.

Samuel Ball, *Educational Testing Service*

4. **Assessing Student Satisfaction**

Dr. Astin discussed the implications of a recently completed national survey which analyzes ways to assess student satisfaction.

Alexander Astin, *University of California at Los Angeles*

5. **Evaluation clinic: Expert Advice to the Practitioners**

This workshop provided technical assistance to a conferee with a pre-selected evaluation problem. All conferees with similar problems were invited to attend and participate. Topics were: **Measuring Change in a Student's Self-Concept,** submitted by David Wolfe, Ocean County College, Toms River, New Jersey. **Evaluating the Effects of Students' "Negative Behaviors" on Academic Performance and Perception by Rest of College,** submitted by Rosemary Gilmartin, Newark College of Arts and Sciences, Newark, New Jersey.

Samuel Ball, *Educational Testing Service*

Dr. Joseph Hannam, left, and Dr. Ivan Smodlaka, right, College of Staten Island, leaders of the "Accountability in Counseling" workshop.

6. **Evaluation Clinic: Advice to the Practitioners**

This workshop provided technical assistance to a conferee with a pre-selected evaluation problem. All conferees with similar problems were invited to attend and participate. Topic was: **What Happens to Students after Completion of a Developmental Studies Program? A Follow-up Study,** submitted by Nancy Weigle Kraus, John Tyler Community College, Chester, Va.

Alexander Astin, *University of California at Los Angeles*

7. **Assessing Student Satisfaction**

This experiential workshop addressed the problem of assessing student satisfaction by utilizing Likert scales, unobtrusive measures and similar evaluative techniques and instruments.

Samuel Ball, *Educational Testing Service*

8. **Artful Dodgers: Four NPII Associates Tell All**

Panelists discussed the ups and downs of their FIPSE funded research projects: 1) why they chose their particular research design and method, 2) what they learned along the way, 3) what they would do differently and 4) how they might utilize their findings to improve their programs.

Moderator: Samuel Ball, *Educational Testing Service*
Panelists: Richard Kinsey, *St. Edward's University;* Charles McDaniels, *Oscar Rose Junior College;* Carol Stevens, *Malcolm-King: Harlem College Extension;* Jeannine Webb, *University of Florida*

Advocacy Workshops

1. **Winning Campus Support for Open-Admissions Programs: A Presentation**

Panelists demonstrated strategies for winning local support for special programs.

Moderator: Richard Greenfield, *Junior College District of St. Louis*
Panelists: Gerard Durley, *Institute for Services to Education;* Walter Mason, *University of Oklahoma;* Robert Poole, *Oscar Rose Junior College;* Brother Stephen Walsh, *St. Edward's University*

2. **Winning Federal Support for Special Programs**

This workshop focused on the new Higher Education Amendments as they relate to special services for underprepared college students. A project director who was involved in the federal legislative process shared his experiences as an advocate for special services, and a USOE program administrator discussed the federal perspective on the new law and the election.

Moderator: Marty Jacobs, *U. S. Office of Education*
Panelists: Alison Bernstein, *Fund for the Improvement of Postsecondary Education;* David Johnson, *U. S. Office of Education;* Arnold Mitchem, *Marquette University;* Dot Routh, *Dawsonville, Georgia*

3. **Winning Campus Support: Role Playing**

Through audience role-playing, this session demonstrated ways of winning local support for special programs. A team of "administrators" were the reactors.

Moderator: Richard Greenfield, *Junior College District of St. Louis*
Participants: Gerald Durley, *Institute for Services to Education;* Robert Poole, *Oscar Rose Community College;* Tom Winberg, *St. Edward's University;* Walter Mason, *University of Oklahoma*

4. **Winning State Support for Special Programs**

This workshop focuses on how to win support from policy makers for special services for underprepared college students. Topics addressed included: "the powerful grip of the higher education lobby", "state legislators need friends, too", and "what rolling up your sleeves means at the state house."

Jack Leppert, *Dawsonville, Georgia;* Dot Routh, *Dawsonville, Georgia*

CONFERENCE WORKSHOPS: THREE VIEWS

COMPONENTS OF PROGRAMS THAT WORK

Underprepared students *can* and *do catch up with their more privileged and better-prepared* counterparts: that was the message of National Project II's final Conference.

Even if some college administrators relegate remedial or compensatory education to the bottom of the budget and even if many, perhaps even most, college professors scoff at the notion, the representatives from the consortium of "exemplary programs for underprepared students" believe it. Enthusiasm and optimism about their programs' achievements in providing their students with the ability to succeed in college outweighed any misgivings. Perhaps the reason they believe so vigorously is that the political and philosophical bases for their programs lie very deep, at the center of their beliefs about the promises and failures of America. Virginia Smith, director of the Fund for the Improvement of Postsecondary Education, defined the programs as "social action projects." For many of these administrators and teachers, their programs represent a means of righting social inequities, of giving their students social mobility, political power, and economic stability. For example, as a measure of its achievement, the College Assistance Migrant Program (CAMP) at St. Edward's University cites the fact that no student has returned to seasonal farm work.

Further, many have the sense that they are educating the entire family connected to each student and future generations. An outstanding example of this is Oscar Rose Junior College, whose Fund Project involves supportive services for veterans and their wives.

Delegations attending the conference from colleges outside the consortium brought questions: "How much time and money?" and quite simply, "How?" Workshops affording an overview of the ten programs focused on the theme "Critical Elements of Programs That Work" in an attempt to supply some answers. In these three sessions a moderator interviewed representatives of the programs about the components most crucial to their successes. Additional sessions designed to provide practical information took the format of panel discussions followed or preceded by experiential workshops on educational contracting, counseling programs, tutor training, staff development, and curriculum development in mathematics, writing, reading, and the humanities.

In the *Critical Elements of Programs that Work* panels, several constants became apparent. In fact, the descriptions in the project brochure of widely varying programs began to sound more and more similar. The basic assumption underprinting all the programs is that underprepared students need extra help, what one panelist called "unequal support for equal outcome." Initial statements of optimism were invariably qualified by a series of "if" clauses. These programs supply that extra help in various ways: orientation sessions, counseling, tutoring, learning centers and laboratories, and financial aid. While these services might also be available to other students, they are supplied in greater quantity for underprepared students. Furthermore, these services, participants reiterated, must be distinctly different in quality from the usual college services. And if some groups in higher education might regard that quality as inferior, these programs consistently maintain that the quality should be, and is, superior.

Concern for the whole student, his personal as well as his academic progress, is emphasized in every program. Commissioner Goldberg expressed the rationale clearly: "What's on a person's mind can be more important than what's in it and may prevent anything from going in." Because the most fundamental concern of the underprepared, who are often also the disadvantaged in other ways, is likely to be economic survival, most programs try to provide enough financial aid to eliminate money worries. The EOP Program at Marquette University, for example, guarantees students making academic progress a maximum of ten semesters of full financial aid. St. Edward's University students receive "total need" financial aid packages and submit monthly budgets in order to keep them. Many programs link the aid to credits earned, attendance, or grade point average to provide financial incentive for academic achievement.

Most programs include orientation sessions of some kind which propose to demystify all aspects of college life. In *Making the Most Out of College Orientation Programs* Malcolm-King described a semester course centering on career objectives and study skills. St. Edward's University's summer enrichment programs provide medical attention, peer counseling, and remediation. At a three day retreat Southeastern Community College students and faculty meet each other over the volleyball net as well as in study skills and reality therapy sessions. Oscar

Rose Junior College requires a semester-length personal adjustment course. Bronx Community College introduces the college through an initial slide presentation and a six-week session with counselors where the vocabulary of college and the requirements of curricula are presented.

The simple fact of previous failure in the educational system has very often created a low self esteem and lack of confidence which those programs work to counteract. The typical underprepared student has feelings of inadequacy, lack of initiative, unrealistic goals, and an external locus of control. Rather than exclusive to any one group, these qualities are found in white agricultural populations, black and Hispanic urban students, and older veterans and housewives. Nearly every program has concluded that such students require an extremely structured environment upon entrance to college.

At the workshop on Educational Contracting it became clear that rules, mandates and penalties, once considered counter-educational, appear in all these programs. The structure often takes the form of educational contracting, a system wherein students contract with the institution, the program, a faculty member, counselor, or tutor, depending on the program, to perform a specific task in a specified amount of time. The formality of these contracts ranges from an unwritten agreement at California State University at Fullerton to detailed contracts covering all areas of college activity at St. Edward's. Their purpose is to demonstrate to students that their own actions, rather than external forces such as luck or the professor's whims, will produce failure or success and to build self-discipline and internal direction. Ideally, this structure is gradually eliminated as students learn to function independently, but at least one program confessed to the temptation to continue to be too supportive and to the unwillingness of both faculty and students to cut the ties.

Cliff Johnson, standing, leader of the "Discovering a Common Place" workshop.

Every program includes a strong counseling component. In the *Accountability in Counseling Workshop*, conducted by The College of Staten Island, one heard about directive, advocacy counseling, which is preventive as well as problem-solving. This has replaced the passive, client-comes-to-counselor approach. Counselors work with every facet of the students' life — financial, psychological, medical, familial, attitudinal, academic — and they do not wait in their offices for students to appear. Counselors in some programs sit in on classes to foster communication between students and faculty. Sometimes counselors teach in their own disciplines so that students can approach them either as teachers or counselors, thereby escaping the possible stigma or fear attached to seeing the counselor. The College of Staten Island People Center

Program features "aggressive counseling," which involves the quantification of the counselor's task. For example, counselors are required to make two personal and two telephone contacts per month with each student. Counselors are accountable for the grade point average and attrition rate in their caseloads. Peer counseling and tutoring often augment professional counseling, and faculty members are often encouraged to engage in counseling activities.

What all of this seems to mean is that underprepared students need more close human contact to succeed in college than do other students. The program at Southeastern Community College goes so far as to say that the student who does not make a close connection to at least one person on campus during the first weeks will be lost. When possibilities for human contact are presented, most students respond quickly and sometimes with overwhelming emotion. In sum, these students need care, attention, and affection, and to be successful, a program must provide these human connections.

While these programs speak of the desirability of beginning where the students begin, they also speak of the necessity of beginning where the faculty begins. Few programs have the luxury of hiring many faculty members specifically to meet their needs. A new college such as Malcolm-King (which uses a volunteer staff), carefully selects faculty on the basis of their desire and ability to teach its students, but most other institutions work with faculty assigned to the program by the academic departments. In spite of the tendency to assign faculty solely on a seniority basis, most programs expressed satisfaction with the faculty which they had managed in one way or another to pull together. The personal qualities of the best faculty for underprepared students mentioned most often were sensitivity and flexibility. Sensitivity was defined as an awareness and acceptance of students' racial, social, economic, and education backgrounds as well as of their individual personalities. Flexibility involves the willingness to change methods when necessary and to risk the traditional professional stance. To encourage and reinforce these qualities, most programs conduct orientation and counseling sessions for faculty members.

Most of the pedagogical approaches presented were based on the assumption that almost everyone can learn almost anything if it is taught in the right way. Many of the traditional teaching methods — lectures, syllabi of assigned readings, threatening examinations — have been set aside, at least for these students' initial college classroom experiences, as irrelevant or destructive. The methods for teaching underprepared students which seem to be most successful include individualized instruction, small units, audio-visual aids, dialogue between teachers and students, conferences, and tutoring. The body of knowledge traditionally expected of college students cannot be assumed, but at the same time, these students bring tremendous amounts of personal experience which can be tapped by an effective teacher. At the Institute for Services to Education, a teacher related the Peloponnesian Wars to the Vietnam War as a point of reference for the study of Greek tragedy. The mathematics department of Bronx Community College created a booklet of calculations which students might realistically encounter in the supermarket. A reading teacher at ISE includes in his unit on energy an exercise on reading gas and electric meters. The search for new techniques must be continuous, and it requires ingenuity and energy. Often, every student needs a different method. Because one faculty member cannot provide such individualized attention for an entire class, professional and peer tutors supplement the teacher's work.

Virginia Smith asserted in the opening speech that the Fund expected that National Project II would produce information applicable to all of higher education. Indeed, the components of these exemplary programs for underprepared students coincide with elements of good education, and it seems clear that many of the analyses and techniques developed by these programs will benefit all college students. Because the challenge of underprepared students has forced them to retrace old habits and procedures to examine their workings, they have gained new insights in the complex and varied ways in which people learn and designed their programs to meet the particular pedagogical and psychological needs of students.

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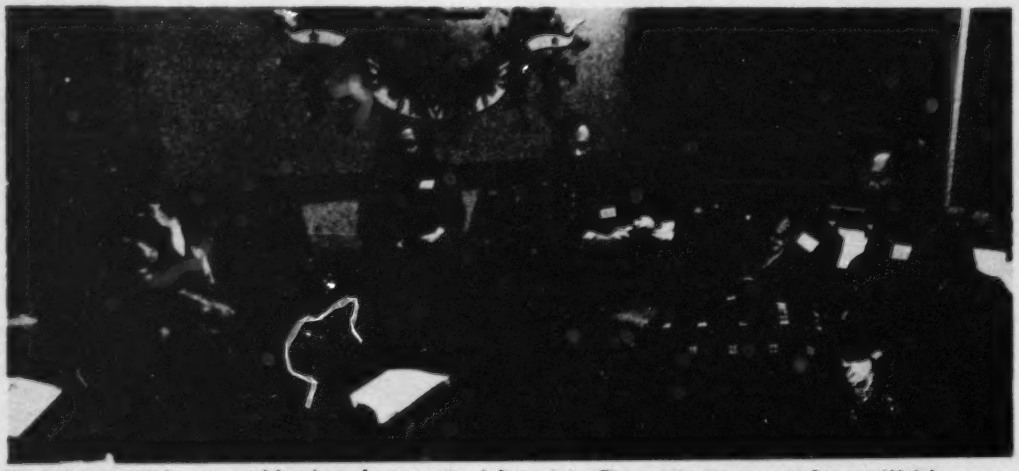
OBTAINING SUPPORT FOR THE FLAK-CATCHERS: THE ADVOCACY WORKSHOPS AT THE NATIONAL PROJECT II FINAL CONFERENCE

In the late '60's', Tom Wolfe, the self-styled social historian and humorist, wrote a delightful essay entitled "mau-mauing the Flak-Catchers". It proposed, in part, to describe the tactics "mau-mauing" used by leaders of the ghetto and the barrio communities to intimidate and hopefully extract money from the various community action agencies ("flak-catchers") in the front lines of the War on Poverty. Mr. Wolfe reveals "mau-mauing" to be a well planned and orchestrated political strategy, an effective scenario in the fine art of confrontation.

While those who participated in the National Project II Conference were not generally interested in mau-mauing, they exhibited a good deal of political know-how and sophisticated strategies for obtaining money.

Even though there is a new set of realities today, the need to secure campus, state and federal support for programs for underprepared students remains constant and imperative. The Conference included in its schedule workshops and panels on winning support on campus, in the statehouse and on the national level.

These workshops were not only concerned with securing the initial funding but with sustaining that support. Those who were seeking initial funding for their ideas were perhaps dismayed that those fortunate enough to already have support were not only fooling the tight budget squeeze on campuses but also the low appropriations. In fact, most participants seemed preoccupied with seeking ways to retain or sustain support for their programs.



Workshop participants and leaders, from center left to right, Thom Windberg and Steven Walsh, St. Edward's University, Dolores Bullard, Bronx Community College and Richard Greenfield, St. Louis Community College District.

For the purpose of this report it seems convenient to distinguish between external support (state and federal) and internal support. While there are some distinctions to be made between state and federal processes, the strategies remain very much the same. There are, moreover, some overlapping of strategies used on-campus and off-campus even though the constituencies differ. One could not help but be struck by the essentially political nature of the process of securing or sustaining support for programs anywhere. Frequently, both panelists and conference participants referred to the stern political realities of their campus situations; which in turn was at least partially a result of external pressures. Let us first consider some aspects of securing external support.

External Support

Some who attended the workshops on winning state and national support had expectations of discovering the touchstone which would provide their project with the promise of initial funding.

Instead, they found themselves engaged in policy discussions generally about how to affect the legislative process to improve opportunities or to define new legislation.

They learned, furthermore, that there was no magic in the funding process. In fact, the cold hard reality is that sources of funding are drying up. The shared experience of most was that higher education in general (let alone special programs for underprepared) seems not to be a priority for most state legislatures, not a particularly high priority in the Ford administration and that there is no strong reason yet to believe that the situation will be remarkably different under the aegis of Mr. Carter. Despite these realities, the speakers, panelists and participants shared knowledge and insights with enthusiasm.

Basic to entering into the political arena at a state or national level is understanding that essentially one is engaged in a process of influencing decision makers and that there are four general constituencies: the providers of the service, (legislators, agencies, etc.), the implementers (colleges and universities), the beneficiaries of the service, and evaluators of that service. In this process the implementers and beneficiaries have the responsibility of giving information and input to the evaluators who in turn must inform the providers of the outcome. The goal of this process is to achieve substantive, funded, enforceable legislation and programs whose results can be measured in a concrete manner.

The concern of National Project II Conference participants focused particularly on the strategies for influencing the understanding and beliefs of these various constituencies. Specifically, the following strategies were elicited from conference panelists and participants:

1. First, one must make sure that the beneficiaries want the service. If this is ascertained, then one can broaden the total advocacy base.
2. There must be a commitment to gently, quietly, and continually brief key providers. One conference panelist further explained, "You can get anything you want done as long as you don't care who gets credit for it." The key seems not to try to convince everyone in the political process but rather to get several effective persons who will make the project their own. Another conference participant pointed out an ironic twist in this way, "If everyone is for it, then a particular project has no ego value or personal political value for an individual legislator."
3. A very obvious but often overlooked tactic is that of matching the legislators and the constituency to be served.
4. A very practical reality is that every program needs both liberal and conservative support. While it is best not to allow such lines to be drawn, the views are generally best couched in conservative terms.
5. In the process, one cannot overlook the impact of involving representatives of the constituencies to be served in the lobbying process, at public hearings, and in the individual funding process.

Much time and energy was devoted to delineating the technical process in achieving passage of legislation. While not all of it is applicable to the area of chief concern for many institutions (i.e., funding a particular project) much of it had practical implications. Once again, the continuing attention to detail that a successful grantsman must give to his/her work was emphasized.

In the definition of a problem for initial legislation, it was pointed out that the case needs to be factual and concise. Generally, it should not exceed a page or two. While as the concerned party one is trying to influence and direct the decision, the solution to the problem must be seen as the politicians, not yours. In the process, one must be willing to work for one's supporters. Many persons emphasized the need to remain professional and outwardly unemotional. Specifically, one should not be denigrating competitive programs. After all was said, it seemed to many participants that the process of lobbying was more tedious and less exciting than they had expected. One panelist, well versed in the process, cautioned the participants that even though "laws are like sausages — best not seen in the making" they should not be cynical about the process. If you want support, you have got to work for it. If you have made a strong case, you will be heard. The painful reality is that many good cases are being made and it is difficult, particularly for state legislatures, to decide how to allocate scarce resources.

One area that received little or no attention was the possibility of securing support from private foundations. This may have resulted from the fact that none of the National Project II programs were supported by private foundations. The invitation of program officers from various foundations may have proved mutually beneficial to foundations and institutions. Let us next look

to the problem of securing institutional support. Many conference participants felt this to be the most critical issue of all.

Institutional Support

It could not escape a perceptive program director that many of the strategies and tactics summarized in the sessions on state and national funding can be appropriately tailored for the institutional setting. Most of those who attended the sessions devoted to winning campus support seemed to be with programs that were already up and running. Interestingly enough, the conference participants who filled the sessions on state and federal support tended not to show as much interest in the institutional support sessions. The feeling seemed to be that institutional support was achieved only after the program was designed and funded. However, the pragmatic experience of those who participated in the institutional support sessions would seem to belie this impression. This was particularly underscored during the separate problem-oriented sessions on this topic. In fact, one could sense that however rigorous the design, funding, and implementation functions were on most campuses, many had never anticipated the critical task of sustaining support and integrating their programs into the whole institution.

One of the recurring concerns was how a program makes a shift from so-called "soft" (government) money to so-called "hard" institutional money. One conference participant not so facetiously commented that she had come to learn that all money is soft. This emphasized the shared experience of many that most institutions — whether large or small, tax supported or independent — are feeling the increasing pressure of limited resources. In fact, it was in this context that most strategies were offered.

It was generally agreed that from the inception of a program for the underprepared student, the staff had to prepare for the day when soft money was no longer available. As one program director so aptly put it, "We must continually ask ourselves who will miss us if we shut down." Several general themes emerged in the presentation and spirited discussions.

Accountability

It was the conviction of most that programs for the underprepared student must set rigorous standards and clear expectations for students. The staff must be concerned about results and the support services must be geared to achieving measureable results.

Communication with Various Campus Constituencies

When the program is initiated, it should be clearly defined for all in terms they can understand. Once data has been gathered, it too should be continually shared with the various constituencies. The information should be substantive, factual, and concisely presented in a form that will allow administrators to use it, particularly if the program comes in for criticism.

Integration

This is the *most critical* task. As one president said, "In the institution I serve, nothing survives as long as it is in orbit." There is a perennial tension about retaining one's autonomy but in the current financial crunch, most program directors agreed there was nothing like having a well informed dean or vice president as one's advocate in the budget allocation process. Several institutions reported on the effective use of students — both undergraduate and graduate — as tutors, facilitators, and instructors in their programs. An important by-product is that these students serve as effective interpreters of the program to the institution at large and particularly to other students. This is not to underestimate the importance of the job opportunities for the students themselves.

Another constituency which obviously needs to integrate and be made to feel a part of the programs is the faculty. There should be a studied attempt to meet the needs and concerns of

faculty wherever possible. It seems that many institutions have given up trying to convert everyone but rather have learned to work with the willing and win friends by small steps. In this way, others come seeking assistance and the program begins to sell itself.

Relating the Program to Instructional Goals

Several made the point that there should be a conscious effort to relate programs for underprepared students to institutional goals. This would assume that such goals are specific and measureable and at least one participant asserted this was not a safe assumption. In the argument for sustaining such a program, it was pointed out if program goals are shown to be consistant with goals and missions of the institution, it is a persuasive point.

Use of Consultants

One panelist asserted a strong belief in the "foreign expert syndrome." Specifically, he had in mind the use of consultants from outside to "corroborate the good judgment of the institution in hosting and sustaining such programs." In other words, the consultant can often say the same thing as the program director but people on campus will readily respond to the consultant.

Achieving Credibility

Some institutions have achieved institutional credibility when ideas which have worked well for them are applied or adopted for wider utilization within the institution. If it works, share it. There must be a willingness to demonstrate the academic credibility of the program for the underprepared student without getting defensive.

It was surprising the number of persons who reported adverse reactions from alumni. Often the criticism is couched in terms of lowering academic standards. Panelists pointed out that in this instance one was often dealing more with attitudes based on anxiety and prejudice. More often than not, solid factual information about the program, its rigorous expectations, comparative data with the total population from which the clients are drawn did much to erode their concerns.

Essentially, many have learned that making the case for credibility is best done by the program's personnel. For instance, one program director correlated the program's fiscal information with comparable data for other programs in the institution. Directors have learned that no one else is in a better position to make the case for their programs or explode the myths.

Implicit in all of these discussions was a deep commitment to serving the underprepared student. This commitment is reflected by the willingness of program officers, administrators and faculty to grapple with the nitty-gritty details. It is one thing to eloquently theorize about what these students need; it is quite another to pay attention to detail. If new programs for the underprepared are to be initiated and if the existing ones are to survive, they will do so because of pragmatic strategists who are not afraid to get their hands dirty. Unaltered model 1969 mau-mauing won't work today, but the same precise planning and execution that Tom Wolfe described must be a part of all of our programs.

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THE RIDDLE OF EVALUATION

Programs and objectives: What is the question?

National Project II brought together nine institutions and one service agency with a productive history of extending postsecondary education to those who had not been deriving its benefits. Their goal as a consortium was to learn something about how they worked. Accordingly, evaluation of successful outcomes was a major focus of the Project's activities. One-third of its national conference sessions were devoted to this subject. Evaluation, like the Project's other activities, was shaped by its wide diversity of practical concerns. Associates of the Project represented the breadth and complexity of problems in postsecondary access, from those of

From left to right, Dr. Robert Poole, Oscar Rose Junior College, Dr. Eugene Binder, St. Edward's University, Bruce Jackson, State University of New York at Buffalo, Dr. Alexander Astin, University of California, at Los Angeles.

migrant farm students in a small private college in Texas to those of an extension college for adult learners in Northeast Harlem.

No formulas were presented at the national Conference. The primary theme of its sessions was that evaluation must be responsive to the particular needs and objectives of each project. As with so many messages about evaluation, this news is cause for frustration if not consternation. Is that all there is to share? A distinguished professional in educational measurement who may have felt this frustration remarked at the end of an evaluation clinic, "A lot of clinics will tell you to take two aspirin and bed rest. I hope this one is a little more helpful than that." The message that there is no formula is one that culminates a year of not inconsiderable labor, so it may be worth asking what it really means. Why after a year of work and deliberation was this the main thing the Project had to say? What if anything should be done about it? What other messages suggested anything evaluation might be good for?

It is hard to evaluate these programs and impossible to devise simple formulas for doing so. Why? As with children who do not learn, one can ask what it is about the programs that makes them so difficult. They are hard to evaluate because their objectives are not clearly defined. By now this has been said so many times that the patient should have improved or died if it really made a difference. While true enough, this quasi-indictment of programs assumes solutions where none exist. It is true as well that many adult students will have children, and it also gets cold in Wisconsin in wintertime. The existence, survival, and effectiveness of educational access programs in fact depends upon the satisfaction of multiple, complex, sometimes contrary, and frequently changing needs.

Programs aimed at expanding access to postsecondary opportunity have emerged in response to the complex needs and objectives of disadvantaged populations, individual educators, postsecondary institutions, and the national interest as variously interpreted by government

agencies and private interests. None of the National Project II Programs was intended as a "model" or prototype for disadvantaged higher education. Each provides services seen to be needed by a population seen as "special" and "disadvantaged" within its particular local context. To succeed as an "open door" program, each project must respond to the aims and needs of its postsecondary institution and the wider educational community in which it operates. To these primary needs and objectives are added those of extramural sources which may supply supplemental funding, the needs of the client population themselves, and finally those of the program staff whose energy and dedication sustain its daily activities. Multiple, often ambiguous, goals and objectives are not surprising within single projects, much less across a consortium like National Project II. As a condition of its existence, any successful access enchancing program must be responsive to a complex of intersecting goals. They cannot, therefore, be evaluated like pieces of structural steel. This complexity of goals is not a remediable flaw in special programs; rather, it is an intrinsic property which any useful evaluation must accommodate.

Objectives of evaluation: Why ask?

Evaluation is not an isolated concern. Often people in the audience at evaluation sessions would ask for details of programs: How are community agencies used in recruiting students? Just as often, people at programmatic sessions would ask about results: How do you know your counseling works? A sense of the needs beyond these questions is needed in order to pose clear and useful issues for evaluation. Because so much is demanded of evaluation by so many people, its objectives even more than those of programs are frequently muddled. Professional evaluators are not always in a position to clarify these issues. At times the evaluator's perspective is simply too different from the consumer's, and both may lack appropriate language for bridging the gap. The products of evaluation in such cases may then be used or abused for purposes far removed from their conscious intent.

The goals and functions which evaluation is to serve must be specified rather concretely. Evaluation is conveniently dichotomized into formative and summative. Although these terms were used at the Conference, few if any activities or problems of the Associates can be neatly placed in either category. There is no great wall at which one type of decision-making stops and the other begins. Decision-making of essentially both kinds goes on continuously at every level from the individual student to the Commissioner of Education and beyond. Seen from another perspective, the only summative evaluation is a funeral oration.

Participants at the national Conference expressed a need for at least three general sorts of product. These can be labeled performance figures, management information, and comparative data. The appropriateness of an evaluation depends on its function, and even more sharply on its time perspective. Examples of long and short term evaluation activities of each sort are shown in Table One. Some activities could and ought to serve more than one function.

Workshop participants at the Conference

TABLE ONE: THREE TYPES OF EVALUATION PRODUCT		
PERFORMANCE FIGURES	**MANAGEMENT INFORMATION**	**COMPARATIVE DATA**
Short-Term Description of project clientele; tables of retention; records of services delivered and of immediate student accomplishments; over-all student satisfaction; documentation of immediate effects of instruction	*Short-Term* Norms for comparing performance over time; techniques for monitoring quality and delivery of services; student satisfaction with component activities; needs analysis; methods for quick identification of problems.	*Short-Term* Comparative rates of retention; surveys of methods in use and satisfaction with them; local and national data on factors restricting access to postsecondary education.
Long-Term Long-term retention; further educational and occupational careers of students; benefits related to project staff experience on the quality of life for students and their families.	*Long-Term* Identification of long-range problems and needs; studies of the effectiveness of program components; improvement of methods for analysis of student needs; reliable means for testing the effectiveness of local innovations.	*Long-Term* Comparison of student educational and occupational achievement with local and national rates; development of general indices for the value of educational products; projection of relevant trends in postsecondary institutions; comparative study of productivity; sharing and field testing of service and evaluation methods.

The Conference Workshops

Three workshops were devoted to discussion of Associates' evaluation projects, their political and institutional context, and the problems encountered in designing and executing them. Participants included representatives of the Associate projects at the Institute for Services to Education, Malcolm-King: Harlem College Extension, Oscar Rose Community College, St. Edward's University, and the University of Florida as well as Alison Bernstein from the Fund for the Improvement of Postsecondary Education, Bruce Jackson from the State University of New York at Buffalo, Alexandor Astin from the University of California at Los Angeles, and Samuel Ball from the Educational Testing Service.

Associates' evaluations were directed toward a variety of purposes, shaped by the context of students, goals, fiscal relations, and patterns of accountability surrounding the program. Aims of these evaluations included: 1) accurate description of program processes, such as how tutors and counselors spend their time with students; 2) comparison of program students' activities with those of others; 3) cost estimations; 4) assessment of the broader impact of program services, including effects on the families of students and on the later realization of student goals; 5) identification of unmet needs and objectives; 6) relation of student characteristics, including their social environment, to the effectiveness of program components.

A wide variety of issues were raised in discussing the evaluation projects. Among the most salient was the tension between the need to produce punchy evidence of effectiveness for presentation to those who allocate resources and the desire to develop all the kinds of information needed to understand the educational process as it occurs and to be sure of carrying out an effective program. Nearly all the Associates did examine student retention and achievement, but the Fund's sponsorship of National Project II also created an opportunity to evaluate areas of greater uncertainty without undue pressures to "prove" qualified success in all endeavors. When undertaken in an atmosphere of reasonable institutional support, the conduct of such broad and open-minded evaluation may, in itself, enhance legitimacy among some constituencies. One

device for enhancing this effect is to involve faculty in the design of evaluation questions. For at least two Associates, the existence of a thorough, broad, and careful evaluation effort was instrumental in extending services to additional students. Questions of interest internally to programs can sometimes be linked to long-range needs of a larger institution, and negative results can be accommodated within a framework of program improvement and change.

Limited resources and limited tools are another problem. When a program is starved for information of many kinds, it is difficult to set priorities for one or two evaluation activities. It may also be difficult to find satisfactory measures that are pertinent to the real goals of a program. How much do grades, for example, really reflect the kind of achievement desired for students? In many cases short-term information of various kinds must substitute inadequately for knowledge of long-range achievements. In all cases the assembly of information, whether that means assuring the completeness of historical records or following up on individuals, turns out to be a more formidable task than it seems at first. Evaluation is limited by its real costs. In response to this, Samuel Ball reminded participants that the modal evaluation is no evaluation and that limited information may be better than none.

Several times Associates were asked about problems in securing cooperation, especially from program staff. Problems of cooperation were generally relieved by 1) directing evaluation toward processes rather than persons, 2) assuring appropriate confidentiality of data, 3) clearly communicating how information will be used, and 4) involving program staff at critical points in the evaluation design.

Resources for evaluation: Who can know?

The Project Associates, dependent on limited resources for evaluation, needed to develop their own inexpensive instruments geared to their particular concerns. Associate evaluations answered a diversity of information needs. The University of Florida has sought to consolidate existing information and to obtain more on the success of their students in pursuing chosen careers. Malcolm-King: Harlem College Extension sought meaningful measures for their group counseling processes and for the critical elements of study skills. Oscar Rose sought creative ways to measure student involvement. St. Edward's sought to extend their awareness of program impact on students' families. Southeastern selected a published instrument to test their underlying assumptions about the preferred learning styles of their students. The benefits of these internal evaluations have included, for different Associates, improved measures to monitor staff and student performance, reassessment and revision of program practices, and expansion of services to include students not previously served. In one interesting case of "doomsday" evaluation, results for the People Center at Staten Island Community College, where the Center is being merged with regular counseling services, may encourage the incorporation of the new methods within the general counseling services.

Once again, the diversity of the Associate's objectives created a need not for common instruments, but a common need for the capability to develop flexible measures of locally important processes and their outcomes. Samuel Ball's workshop on measuring student satisfaction recapitulated one National Project activity taken as a first step toward meeting this need. Ball's explication of do-it-yourself Q-sorts and Likert scales has served for some participants as a partial demystification of the measurement process. Ball's session was devoted to methods for developing one's own measures for assessing such variables as student satisfaction through student questionnaires. Likert scaling was introduced as an all-purpose method for developing measures of satisfaction or other attitudes of local interest. A Likert scale is developed by 1) defining the dimensions of satisfaction to be assessed, 2) developing a series of relatively simple, specific statements to which students can express agreement or disagreement which is symptomatic of general satisfaction or dissatisfaction, and 3) adding up the responses in each direction. The consistency of each scale can be checked by comparing responses to each item. Alternatives to Likert scaling, such as the semantic differential and the Q-sort, were discussed. As compared to measures taken off the shelf, the components of such "home grown" scales can be more specifically addressed to components of the educational program being evaluated.

Alexander Astin also conducted a Conference workshop on assessing student satisfaction. Astin began by noticing that student satisfaction may be under-utilized as an outcome measure in educational evaluation. Although it is less often seen as a directly valued outcome than

academic skills or credentials, student satisfaction carries a number of implications for these other outcomes because of its consequences for behavior. Dropout rates for example, are an indirect measure of satisfaction. Satisfaction can also be read as an indication of demand among students as consumers of education.

The remainder of this session was addressed to the problem of evaluating the level of satisfaction observed within a program. How can actual satisfaction be compared to what might reasonably be expected? Astin discussed returns from the annual Freshman Survey and follow-up surveys of American college students indicating that some groups of students are more likely than others to express satisfaction; those with hedonistic or artistic values, and Roman Catholics, tend to be less satisfied. For certain subgroups of students other characteristics distinguish the most satisfied from the least satisfied students. Among women those with high academic self-esteem and those from high-income families are more satisfied. Black women and Jewish women are less satisfied. Among men, interpersonal self-esteem and high performance in high school are positively related to satisfaction. Among students with SAT scores below 750, satisfaction is related to intellectual self-esteem, and family education, and race, with Black students less satisfied. Student characteristics may interact with institutional variables. Rural students are less satisfied at religious schools. Black students, especially males, are less satisfied at predominantly white colleges and universities. Overall satisfaction is a function of satisfaction with the intellectual environment, with personal friendships, with the variety of courses available, and with the school administration. Satisfaction is positively related to student grades, the level of students' involvement with academic activities, and the amount of time spent in any kind of contact with faculty. Faculty contact is significant because it varies more across institutions that between students. The discussion suggested a need for further analysis of national data to spell out the components of satisfaction in different institutional settings for various groups of students.

Audiences for evaluation: Who cares?

The National Project's theme was "Alternatives to the Revolving Door." As the theme suggests, a number of recent trends have encouraged expansion at least of initial access to postsecondary education as institutions have sought new markets among nontraditional students. Advisory Panelist Walter Mason, among others, aptly warned the conference not to be blind to possible reversals of the trend toward broader access. In that event, evidence for open access programs of proven success would be necessary, though probably not sufficient, to reduce new restrictions on postsecondary education.

Assuming the continued strength and importance of new postsecondary markets, the role of evaluation for "Alternatives to the Revolving Door" is one of assuring the quality of access provided to nontraditional, disadvantaged, and underprepared students. A broader market dictates greater internal and external accountability. Institutions must concern themselves with maintaining the value of the educational experience. And since the costs of educating most "new" students must be supported through financial aid and other subsidies, the pressure for responsible trusteeship grows.

At least four audiences share a concern for the quality of postsecondary access: institutions themselves, the faculty and staff of institutions and programs, the students to whom access is provided, and the public and other extramural agencies who support part of the costs. The evaluation of access programs must be responsive to the problems of quality as defined by these audiences. Ideally, such evaluation should work toward compatibility and complementarity of the standards applied in addressing each. However, in many cases progress in postsecondary access must be defined differently depending on the perspective.

Without institutional support a program is unlikely to succeed. Even the process of securing extramural support must be thought valuable enough to merit the institution's participation. The level of institutional support in turn depends less upon external pressures and incentives than on the role of expanded access within the institution's mission. Questions of concern include how nontraditional students can best be enabled to profit from an institution's particular strengths, whether there will be acceptable levels of demand for their skills upon graduation, and what they will contribute as students and alumni to the institution's development. Particular questions of institutional concern were a major focus of Project Associate's activities. The projects at Oscar

Rose and St. Edward's were focused in part on possible extensions of program services to other students. Programs in earlier stages of development may need to concentrate on the identification of institutional needs from an institutional perspective.

Faculty and staff are an institution's primary operating resource. When their skills are not used in an appropriate way, their value—and their morale—is decreased. More creative and productive ways to relate faculty and other staff skills to the needs of underprepared students should be an explicit goal of program evaluation, but is seldom defined as such.

Students are hardly ever direct consumers of evaluation; others elect themselves as their representatives. An effective response to the real needs and desires of students is crucial to long-term success, however. A program must provide to students a fair measure of what they may want, need, and expect if they are to continue coming, remain, and go out as supportive alumni. Nearly all the Project Associates directed some of their activities toward more systematic and accurate understanding of their satisfaction of student needs. Again, the methods varied for different programs.

Public and other extramural sponsors of services to "special" students are concerned about whether their policy objectives are in fact advanced at a reasonable level of cost. Program evaluation is most frequently thought of as providing the capability to demonstrate effectiveness to such extramural agencies. In time, well-conducted institutional evaluations may contribute to better methods for judging the effectiveness of dollars spent. As noted above, however, it is difficult for institutions to acquire the comparative perspective needed to validate their local conclusions. This is particularly true for costs; accurate estimates for the costs of alternatives are not readily available. What, for example, is the cost of providing financial aid without other supportive services? Because the measurement of effectiveness is an inherently questionable activity, the progress they can make unilaterally is much less than either they or their benefactors would like. Long and patient interaction between funding agencies and institutions will be needed to make external standards of effectiveness more compatible with useful standards for internal development.

Donald Mackenzie, Jr.
Project Director, NPII
Marquette University
Milwaukee, Wisconsin

EXCERPTS FROM SPEECHES

Congresswoman Shirley Chisholm

"Federal Trends in Funding For High-Risk Postsecondary Students"

I want this afternoon to sketch broadly some substantive concerns and also discuss the politics of education with which we must deal in order to make equal educational opportunity a reality for all Americans. The goal of any conference such as this must be, I believe, to focus our attention on some of the specific ways in which our energies should be directed.

Let me state first and unequivocally that education remains for minorities and other traditionally excluded people in our society, the best and most effective way of achieving career and personal parity. Most particularly, higher education continues to be the primary way in which Black Americans and others have attained the advancements which bring them closer to an equitable position in relation to the larger society.

Despite anything we read in the popular news media to the contrary, despite any articles questioning the value of the college degree, higher education continues to be a significant factor in professional achievement. A study recently brought to my attention indicates that in recent years the trend has been to increase rather than decrease the importance of the college degree. In 1973, a study showed that black earnings had achieved parity with comparable white men's salaries for those who had attended college.

These statistics reflect an indisputable fact: despite a tight job market, despite economic crises, for blacks the best route to increased earnings potential and other measures of professional success continues to be the attainment of a college degree. Although comparable studies are still few and far between for Hispanic Americans, I have no doubt that a similar trend will be demonstrated for this minority group as well.

While the importance of higher education opportunity grows for blacks and other minorities, we see increasing indications that equalizing educational opportunity must be achieved through greater efforts to reach students *before* it is time for them to apply to colleges and universities for admission. This is so for at least two critical reasons: first, the competition for higher education admissions continues to operate primarily to the disadvantage of the poor and minority group applicants. The affirmative action efforts of the sixties, even though inadequate for the mag-

nitude of the problem, have gone into a very clear decline. In the place of affirmative action efforts we are now confronted with something called "reverse discrimination." We find that instead of working vigorously to develop constitutionally sound affirmative action programs in the higher education area, efforts are directed at cutting back or eliminating such programs altogether, using "reverse discrimination" as the excuse. Minorities are being told, in effect, that their right to equality of educational opportunity must be pursued with less vigor in order to avoid the risk and challenge of finding effective ways of assuring that right. In the face of this trend, it is vitally important that poor students, students from educationally disadvantaged backgrounds, and minority students, be assisted at the high school level in the preparation for and application to colleges. In addition, they must be assisted in a variety of ways, once admitted, so that they can remain and successfully complete their degree programs. We cannot afford to have low retention rates used as another excuse for failure to admit large numbers of poor and minority group students into institutions of higher education.

The second critical reason for earlier attention to the needs of these students is in the area of academic preparation. Their inability to compete effectively as applicants is directly affected by the academic quality of their high school experiences. If we look at what happens to these students only after they have applied, we will be ignoring the desperately important question of what has happened to them up until the point of application.

For these reasons, the work that all of you are doing is vitally important. I believe it represents the most significant trend in innovative approaches to maximizing higher educational opportunity.

As we seek to address earlier in their lives the educational needs of students, we must also be vigilant in our efforts to see that the programs which are devised are responsive to the particular needs. For this reason, efforts to provide for the special problems faced by handicapped students are a tremendously important area of emphasis. I urge those of you whose efforts are focused in this area to continue building on these efforts and to work closely with those who address the special needs of other students. I am convinced that while educational institutions and programs are devised primarily for the needs of the majority of students, their effectiveness must be measured in large part by the extent to which they also provide for students whose needs are particular or unique.

In measuring the effectiveness of programs, we also have some important recent trends. The debate over the relative value of external versus internal evaluation procedures takes on particular importance when we recall that congress is increasingly careful in scrutinizing the uses of federal education dollars. More and more, the legislative consideration of programs is full of questions — about the purposes of programs, the extent to which those purposes are being achieved, and whether the cost is in proper proportion to those results. Those of us in congress who want to be helpful to you and the programs you represent must be able to show that your programs are functioning both effectively and at reasonable cost. This will be necessary more than ever in the coming months and years, I believe, and the coming change in administrations will not make it any less so. This trend towards greater accountability for the effectiveness of programs involving federal expenditures is broad based and nonpartisan. I do not think it is a bad trend, because I believe fully in the value and effectiveness of most of the programs we all work for. It is critical, however, that we become articulate and well-informed advocates for these programs so that they are not vulnerable to attack in the congress or elsewhere.

I want to share with you two other points of very great concern: first is what I call the politics of education, and the second is my evaluation of what to expect now that we can look ahead, for the first time since I have been in congress, to the prospect of a sensitive and responsive national administration.

First, I want to remind each and every one of you that no matter who is in the White House, the politics of education contain some complexities which make it more and more important each day that the advocates for the poor, minorities and the educationally disadvantaged become increasingly involved in the political process. One of the clearest trends which I see in congress today is the subtle but perceptible movement away from the needs of the poorest and most helpless members of society, towards those who are closer to the mainstream both financially and socially.

No longer do legislators representing middle class suburban districts feel free to act as advocates for poor people, urban areas, and minorities. Those of us in congress who seek to aid the traditionally underrepresented segments of society find our former allies are often unable to

help us. We lose key votes because the middle class constituents of some of our old friends have said "Stop looking out for those others — we are suffering from inflation and unemployment — our children may not be able to afford college educations. We need your help and if we don't get it, we'll elect someone else." Not even the most dedicated "liberal" can stand that kind of pressure for long, and the result has been an inevitable one: the advocates for the poor and minorities in this country have dwindled in congress to a lonely few. As I will state to you in a moment, I have reason to be very optimistic about the advent of a new administration, but I don't think the election results will change the basic dynamics of the politics of education that I have just described. Unless and until this nation sees a striking improved economic situation, combined with a renewed national commitment to helping the less fortunate among us, this trend I have described will make the job of legislators like myself increasingly difficult. Since we cannot foresee with certainty the day when the trend will shift, we must be prepared to work as if the trend will be against us for some time to come.

Nevertheless, despite this element of pessimism, I am tremendously encouraged about the election of the Carter-Mondale ticket. I am convinced that we will have an administration in Washington which is open and responsive to advocates for the poor, our cities and for minorities. I think we will find that once again, the administration will be working with, not against, congressional and other efforts to develop and implement key programs to improve peoples' lives.

Let me say at this point that we already have a major ally in the administration. Vice-President-Elect Mondale is going to the executive branch with a fine senate record in the area of education. He has a well-deserved reputation for commitment and sensitivity, and a reputation for the kind of Washington political know-how that gets things done. As educators, I don't think we could have put a better person on the ticket than Fritz Mondale.

All of this means not that we can afford to work less hard for meaningful programs which relate to education, but that we must work harder than ever. We cannot afford to waste the opportunity this election represents by a failure to increase our involvement in the policy-making process. We cannot afford to forget the tremendously significant role which poor, minority and urban voters played in this election.

Let me take a moment to remind you of some of the indications we have on what determined the election outcome: first, it is clear that Mr. Carter could not have won a number of key states without his strong performance in the urban areas. Ohio, Wisconsin and Pennsylvania are good examples. It is also clear that he outpolled President Ford by a significant amount among poor voters. This is no surprise, but we must take that fact and translate it into policy-making influence. Third, President-Elect Carter's strong southern base was absolutely central to his election — yet the vote analyses show that among southern whites, President Ford got about 55% of the vote. The message here is clear — even in his home base of the south, Mr. Carter was dependent on black votes.

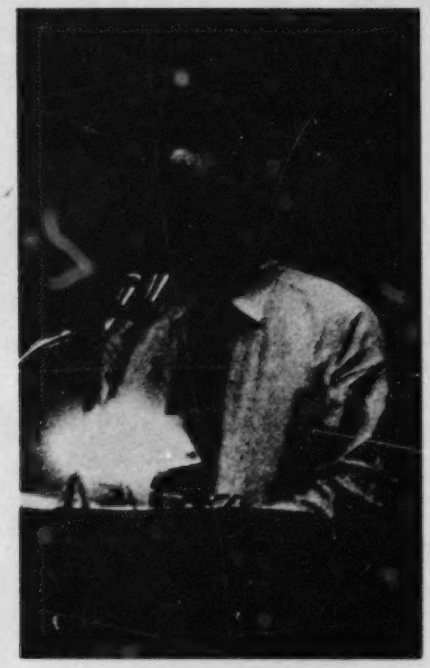
These few points serve to illustrate something which I think we must all repeat over and over again in the coming months: the new administration will take over in large part because of the voting strength and support of people in our cities, people who are poor, people who have suffered from the insidious racism which infects our country. These groups and all of us who are advocates for their needs can and must expect a new kind of leadership in Washington, but we don't deserve its help unless we are willing to work to make certain we get it. We must develop relationships with the members of congress who must respond to the legislative proposals of a new administration. We must communicate our expectations of the new leadership. We must monitor very closely the various proposals not only for substantive programs, but also for government re-organization which the new President will propose. As I have stated, I am very optimistic about what we can expect from this new administration. On the other hand, I don't think we can afford to sit back and wait for decisions to be made for us. We must participate in the decision-making more than ever before, now that once again our views will be listened to with respect and sensitivity.

As you continue your meetings and discussions over the next two days, I urge you to keep in mind what lies ahead over the next few months. This nation is about to witness the take-over of the executive branch by people with attitudes, concerns and commitments very different from what we have seen in recent years. Maybe the eight years of Nixon and Ford have lulled or discouraged some of you into apathy or cynicism about the federal government. If that has happened, I urge you to find a new burst of strength and enthusiasm. I urge you to commit yourself to working with the executive branch of government and with the congress. I urge you to

be more politically active than ever so that over the next four years we will see positive changes in our national priorities and programs will be more vital, better financed and more effective than ever.

Dr. Elias Blake, President of the Institute for Services to Education, speaking at the Conference.

William Birenbaum, President, Antioch College



My experience has been that everyone that I have known, including me, is in need of remediation. It is in the human nature. Given the way we are, our ambiguities, our paradoxes, our simultaneously opposing aspirations for ourselves, that everybody is a remedial case. I speak about the very gifted, whoever they are, and others. Consequently, it is my conclusion at this young age in my career that all education is remedial.

Secondly, I am appalled to find myself at this point in my career and in my work, operating in a swamp of dichotomies. I am trained in the law and one of the things they teach in law school is that dichotal thinking is convenient. They also teach you that the minute anybody says either this or that you throw up a red flag and start searching for the third way.

I do not understand liberal education or career education. I do not understand thinking or doing. I do not understand contemplation or activism. As I look at the way I have navigated my own life it hasn't worked out that way. I work for a living and I want to be liberated. I think and I do and it is not always according to plan. I reject the dichotomies that are trying to categorize in these ways and the institutions in which I work, if they insist upon these categories, are going to have my opposition. They are inappropriate institutions to accommodate really human life.

Third, for those who are meant to be governed, the state will devote resources to educate them most to be consumers. For those who are meant to govern, the money and the realm will be used to educate them to be producers who are not seduced by consumption. Those who produce need consumers to survive. Those who consume need access to reasonable opportunities to produce. The problems not only of this new national administration but of the meaning of the American Experiment, have to do primarily in my opinion with the relationships among knowing, acting, producing and consuming.

Fourth proposition, our business (postsecondary education) is in full retreat. It is a giant St. Bernard dog yelping in retreat with its tail between its legs. Not only the private sector but the public; not only the small la-di-da institutions but the big and heretofore presumably prosperous public ones. It is retrenchment time. Retrenchment time, depending on how it is staged and how it seems to be going, either brings out the nobility in people or the worst in people.

In a society devoted to entrepreneurism and freedom, the self autonomy of humans and human dignity, retrenchment time has underscored the extent to which this society has programmed and emphasized security mechanisms. Bureaucracies which promise and assure

people things which cannot be delivered, things which have frustrated the individuality of people, soften their entrepreneurial spirit and consequently at the moment of truth, have led the "Ins" to use their power rawly to strip off those who were trying to get in. All over the establishment the first things to go have been the last things to come.

Programatically, people-wise, ideologically, I do not think this is a function of a giant reaction of the American society against the meaning of knowing. This is not an anti-intellectual thing in my judgment. It is a back wash, the way the institutions we have created seem to work in this particular moment of travail, and it is important to understand that, because understanding should guide the way we combat it, the way we conduct ourselves to cope with it. I am president now of a mini-size miniature terrier. It is so nervous it doesn't even wait for a fire hydrant, it is running with such high tension in another direction that it looks like it is in panic. My job is to keep its tail up as it runs by the St. Bernard going in the opposite direction. That is your job where ever you are.

Excerpts from the question and answer period which followed Dr. Birenbaum's speech:

Question: How do you deal with the issues of career education vs. the liberal arts education? I have been in a situation where it's evaded and discouraged.

Answer: I have a whole other lecture on that, but the bottom line of it is the following. The origins of what we call liberal education in this country were career education. The great medieval universities of Europe all were devoted to career education, it is just that the careers were different, and the access was different. The great Liberal Arts were designed in the medieval university format to achieve the following kinds of people: the people who would rule, the people who administered to your souls, scholars and gentlemen. These were the people who were in a position to enjoy being 'leisure class,' an occupation for a very substantial number of people. A liberal education started out being career education. What screwed it up was a lot of things, not the least of which was the arisal of something we call science and technology, and the creation of a whole new career category.

Point two is, I find that with my little inner circle, a very large percent of the way we talk about, think about, and enact what are the key political, social, economic issues of our lives, grow out of our work arenas. I think the work arenas are central forums for the enacting of those issues that bear upon our humanity, and there is a desperate need to reorganize the techniques, the methods as well as the subject matter — what we call liberal education — to take account of the key arenas of where Americans are living these days, of which work is a primary one.

I will tell you something else that I observed. In well-ordered humanities curricula the literature that people are dealing with these days primarily do not fall into the categories of disciplines we call the humanities. Most of them deal with science, technology, sociology, psychology and other social science and science disciplines. Most of what people are studying in the humanities as the ground work for critical thinking and all that stuff, all the touch words of liberal education, grow out of other disciplines. As I talk to people who are trying to teach the social sciences I find out a good part of what they are screaming and yelling about has to do with the subject matter of what we normally think about under the categories of English, or language and the humanities. And as I consult my scientific friends who are working for a living I find the things that are bugging the doctors I know, the practicing chemists I know, and people like that, are social and political issues. They are not arguing with me about whether or not you should have a breast removed. It isn't the scientific thing we talk about. They are quickly conceding what you talk about is what in the hell should I have done with this woman? I know there is a risk if I send her to get an x-ray and I know there is a risk if I don't, and that is a problem for me as a human.

The best liberal education I have been exposed to yet, and I have been at the New School for Social Research and the University of Chicago, at Wayne State and Long Island University, was at Staten Island Community College. I think the reason theirs was the best liberal education was because people did not know enough to think about it that way, they were so stupid.

Question: Retrenchment, you said, brings out the best or worst in people. What do you think are some of the good things if any, that are coming out of retrenchment?

Answer: One of the good things that is coming out of the retrenchment efforts, in my opinion, is that people are being forced to reconceive market places in terms of their production. If I were to make any prediction at all, one prediction I would make is the very people which the retrenchment thrust now tends to exclude will be the most welcome people in the establishment three

years from now. I am sure that is true, not only the so called minority group people, or the new students, who are always the last to have access and are the first to get it, but also the older students, the women, the other categories of people who were fun to play with during affluence. It is for those whom during retrenchment somehow there is nothing left in the budget to fool around with, those la-di-dah programs. They are the very ones that three years from now are going to dominate the whole.

The retrenchment thing, in my opinion, does not reflect as I said earlier, anything anti-intellectual. What it reflects is a kind of disconnection from a kind of being turned off by the way the present establishment copes with the on-going intellectual and working needs of the people. All that corporations that are now retrenching are doing is trying to save themselves. They aren't addressing the higher learning needs of the masses or of even particular clienteles. All that colleges and universities in this country are doing now is fighting to survive and the survivors are being defined by those who are now in charge. Nobody is really trying to think through where is America going, where has she already gone, what are the real learning needs of what real people? All people are being obsessed by is balancing their budgets under the terms given, and the guys in charge got to do that or else they are going to be canned. That is all that is going on now. This has nothing to do with reality.

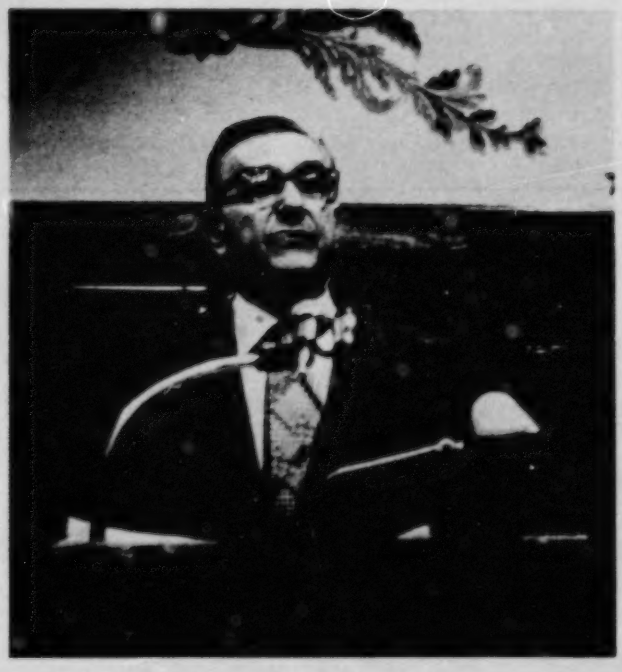
Now I am not saying that what has been, has been terribly productive. The way it has been is inefficient, insensitive, fat, bloated, self-satisfied, and entrepreneurial in the bad sense, exploitatively entrepreneurial. Retrenchment is a motivation for a different quality of entrepreneurism because the new entrepreneurism cannot get away with being as exploitive as the old one has been. We are at a stage in the reaction, we are still trying to face the reality. We haven't faced it yet about oil, have we? About getting along with the Russians, have we faced it? About the poor in relationship to our national aspiration, have we faced it? Hell no, all we have done is have a half baked national election, and change the guard; we know not, none of us really, for what.

You are at the bottom of a curve people, rejoice — there is no way to go but up. And this leads to another point which for me is a very important point. You can be bedazzled by abstractions. When I talk about the "federal government", it is too much, I don't know what I am talking about. If I can reduce it to three or four or half a dozen other humans that I have to wheel and deal with that is one thing, but don't talk to me about the "federal government". Even I, in the course of these remarks, have used phrases like the establishment, the higher educational establishment. I really don't know what that is except the kind of general value judgement by me of what I mean it to be.

The real issues in this room are not in my opinion systematic, the real issue in this room is your own, one by one, state of mind. If you want to know where higher education is, look to your own state of morale. That is where it is. The relationship between the self as a professional person and your version of the mission and how you feel about it, that is where it is. That is the hardest thing to get people to express in public and yet your official purpose is to produce students and new human beings who are fearless in expressing that.

It is this gap between public posturing and private discourse in our country which is so erosive and corosive of the American ideals. This is a country where that kind of gap should not be. That is why we admire Gun Smoke, the wild west and all that was illustrative of a kind of raw America, perhaps guided by the wrong values, but one where everything hung-out. That is why we have the myth of the townhall and how it was. We got ourselves into a bag where we lead double lives and have lovely conferences and workshops and all that, where we try to navigate that double life. No way. Rejoice, there is no way to go but up and it starts inside your own head.

Herman Goldberg, Associate Commissioner for Equal Opportunity, U.S. Office of Education



Since other speakers will be highlighting National Project II's implications for postsecondary education I would like to talk about what Project II means, or can mean, to elementary and secondary education. Particularly, what it can mean to the nearly 10,000,000 black, hispanic, native American and other minority group children who attend our public schools and appear in such disproportionate numbers among those students labeled low achieving. I think National Project II can show low achievers that education is not rigged against them, that there are rewards for academic efforts. This alone should be a momentous break through.

Far too many disadvantaged young people still believe education is designed for others, for the privileged. In some ways I think they are justified in holding this view. I think most educators today would agree that public schools still preserve many characteristics of a time when thought, art, social intercourse, and political participation were considered to be the proper concerns only of people born to them. These olden times extended well up into this century in many places in our nation. But the system was not just and it was changed.

In a little over a decade we have seen and I believe all of us here have had a part in the beginning of a revolution in education. Essentially every child in the United States has been guaranteed both equal access to education and the right to any remedial help he or she may need to progress adequately in school I call it a time of revolution because of the mandates of the Civil Rights Act of 1964, the Elementary and Secondary Education Act of 1965, and more recent laws dealing with the rights of native American educators by the courts, by federal and women. I foresee that the charge laid upon American educators by the courts, by federal and state law, and by the visionary efforts of educators themselves can make our system of education truly universal for all students, the low achievers and the underprepared among them.

National Project II institutions have demonstrated that under-prepared young people can make it at the college level when institutions are willing to meet them where they are scholastically and when students are willing to undertake the necessary hard remedial work. National Project II has shown that the open admissions policy is an honest policy, not merely a revolving door that lets underprepared freshmen enter college only to be returned to the streets after the first semester. I sincerely hope that word of your success filters to junior and senior high school students who are now for whatever reasons discouraged by their poor academic record, or

worse, indifferent and turned off by the whole learning process. These youngsters need to know that the revolving door doesn't have to put them back where they started.

Most college students who are academically underprepared also need financial help. Secretary Matthews has appointed a blue ribbon panel to come up with recommendations to improve the management of federal student aid programs. It began public hearings several weeks ago, and the Secretary's charge to the panel was to simplify the application forms and procedures and give students more lead time to develop their financial aid package.

In my judgment we also need the panel to determine whether financial aid can be made more accessible to students. The Basic Grant Program administered by the Office of Education is providing non-repayable aid to nearly two million students this year. The total price tag is 1.5 billion dollars. Another million students receive assistance under the Guaranteed Student Loan Program, and another half million get assistance through other Office of Education programs. Nevertheless, as a recent article in the New York Times pointed out, despite the availability of billions of aid dollars, many students may not be getting the maximum benefits because they don't know how to cope with the system. A student was quoted in the article as saying, "nobody knows the policy they work under, and nobody knows why they got what they did, it's just a gift from God or something." The Office of Education has spent a great deal of money and energy in the past several years to spread the word through T.V. spots, flyers, guidance organizations, and student newspapers. Yet our office gets about 200 letters and telephone calls a week from parents who do not know which way to turn. We need to work on this and we will certainly welcome your suggestions.

Education in America is probably destined to become the major proving ground for democracy, even though there are a lot of people putting obstacles in our way. For it is our basic assumption that what is good for the individual is good for society. We believe, too, that when the good in each person is intelligently pursued, the well-being of all of us is in some way enhanced. But this is not easy to do, and educators from around the world sometimes wonder why we work so hard at it, why we work so hard at teaching the unwilling, those who have not yet fully demonstrated that they want to learn; why we constantly nudge them along, forever serving as sparkplugs rather than as exhaust pipes. Perhaps this is the secret of American education, perhaps it is the secret of America itself. "El combatiar es la vida del hombre sobre la tierra." To fight for right is the responsibility of man during his life on earth. And so whether you realize it or not, whether you care or not, whether those to whom you report or not, whether those to whom you go for funds realize it, or care or not, whether all the community leaders with whom you plead for extra support and extra help and extra insight, whether they realize it or not, this is one of our most critical education dilemmas: the re-establishment of confidence in education, in what we are trying to do. What comes of the involvement of all these people will be meaningful only to the extent that there is integrity, sincerity, real honest commitment and involvement in support.

NATIONAL PROJECT II ASSOCIATE INSTITUTIONS

Bronx Community College

Project Director — Richard A. Donovan

Workshop Participants

Dolores Bullard, *Dean of Students*
J. Juechter, *Professor, Health and Physical Education*
Erwin Just, *Professor, Mathematics*
Bill Kleiber, *Director, College Discovery Program*
Gerald Lieblich, *Professor, Mathematics*
Michael Steuerman, *Professor, Health and Physical Education*
Jackie Stuchin, *Professor, Special Educational Services*

California State University/Fullerton

Project Director — Arturo Franco

Workshop Participants

Manuel Baca, *Educational Opportunity Program*
Barney Martinez, *Assistant Dean, Educational Opportunity Program*

Institute for Services to Education

Project Director — Gerald Durley

Workshop Participants

Pamela Bridgwater, *Program Associate, Counseling*
Al Cook, *Senior Program Associate*
Clifford Johnson, *Senior Program Associate, Humanistics*
Maceo Washington, *Program Associate, Reading*

Malcolm-King: Harlem College Extension

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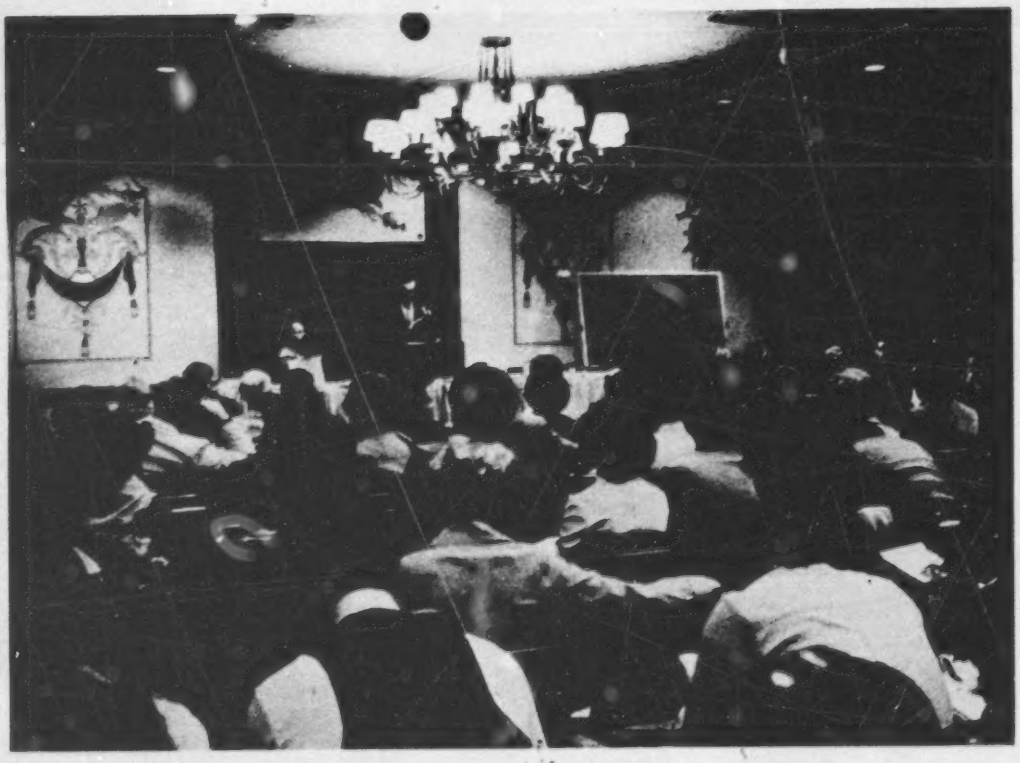

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